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ABSTRACT

This document describes an organizational structure and processes for planning, coordinating and implementing state-wide inservice teacher educatian in New York. Seven major elements in program planning are outlined: 1) governance; 2) needs assessment; 3) outcomes; 4) delivery systems; 5) rewards/incentives; 6) program evaluation; and 7) funding. Information is included on current inservice education activity, expenditures for inservice in the state, demographics of professional personnel in the schools, and recent enactments by the federal government requiring coordination of inservice education. (JD)

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Staff Development of Educational Personnel
THE NEW YORK PLAN
A Proposed Policy for the Board of Regents

The Four State Project

ED187670

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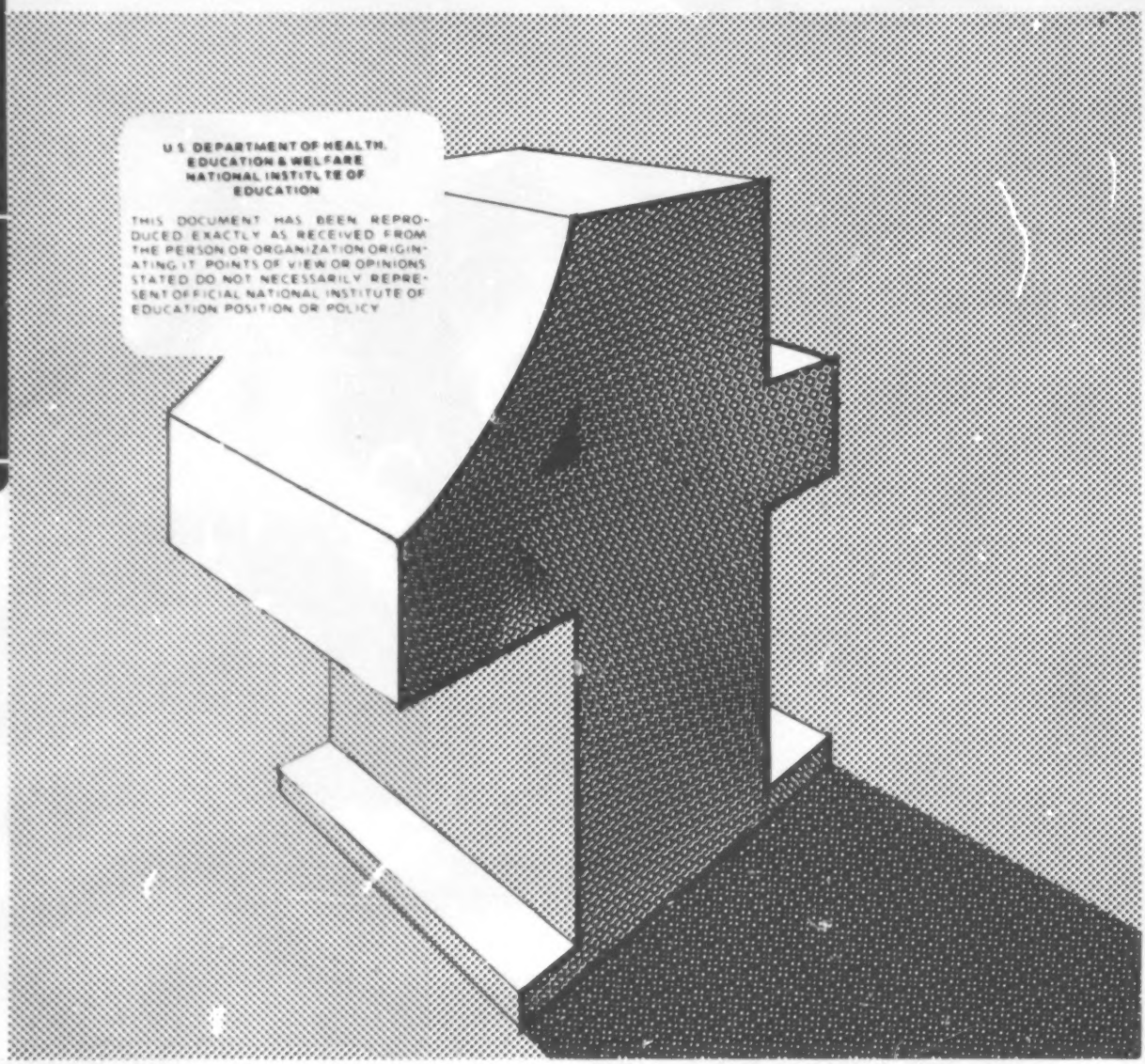

Michigan - New York - Oregon - West Virginia

Staff Development of Educational Personnel
THE NEW YORK PLAN
A Proposed Policy for the Board of Regents

Developed as Part of
THE FOUR STATE PROJECT

August 1979

Prepared in accordance with Contract Number 300-78-0066 between the Department of Health, Education, and Welfare (through the Teacher Corps Program of the U.S. Office of Education) and the West Virginia Department of Education.

MAR 1 9 1980

Background Information/Historical Perspective

In 1976, the Board of Regents (State Board of Education) recommended as part of the Statewide Plan for the Development of Postsecondary Education that the Commissioner of Education prepare a policy statement on inservice education for consideration by the Board.

The recommendation stimulated the convening of two representative conferences sponsored by the New York Teacher Corps network and the Teacher Education, Certification and Practice Board. The first conference, in 1976, was held to identify the major issues in inservice education. At the second conference, in 1977, representatives of statewide organizations were asked to prepare papers on their point of view on the issues previously identified.

Funds provided by the Four-State project enabled the staff of the State Education Department to prepare a policy statement for consideration by the Board of Regents. The paper that is here included is the proposed statement. At the time of submission, it had neither been approved by the Commissioner of Education or submitted to the Board of Regents.

Prototype Elements

Governance:

State Education Department organized to:

a. coordinate internal development and operations
b. assist in the development and coordination of local programs
c. provide technical assistance and dissemination services to local districts and higher institutions

Local school districts to establish steering committee with membership from professional personnel employed by the district, community and institutions of higher education. Steering committee will have responsibility for inservice program development, implementation and evaluation.

Needs Assessment:

Needs assessment to be conducted by the Steering committee of each local school district. Needs assessment to be responsive to local priorities as stated in district goals and objectives.

Outcomes:

Inservice education activities will be planned to maintain and increase knowledge and skills of school personnel to enable them to perform their assigned duties.

Delivery System:

Delivery of all local inservice education activities to be planned and evaluated by the school district steering committee. Delivery mechanism will vary to meet the needs of the district and the availability of those providing inservice education activities.

Rewards/Incentives:

Professional personnel will take a more active role in planning, decision-making and evaluation of locally delivered inservice education activities. Professional personnel will maintain license registration through participation in inservice education activities.

Evaluation:

State Education Department will continuously monitor quantity, cost and effectiveness of all inservice education activities conducted at the local level through review of plans submitted by each district.

Local school districts will have responsibility for program evaluation and submittal of results to the State Education Department.

Funding:

The State Education Department to appropriate a percentage of state revenues to be set aside by local school districts for inservice education.

Observations:

The policy statement here included has yet to be approved by the Commissioner of Education or submitted to the Board of Regents. Given their respective approval, many items still require resolution such as:

- Plan development through the Teacher Education, Certification and Practices Board;
- Roles and responsibilities of planning group for setting guidelines, establishing recommendations, and extent of membership;
- State Education Department's role in planning through an inter-unit council composed of affected unit managers;
- Establishment of a time-line for projected completion dates of planning phases.

Statement on Inservice Education for Education Personnel

The Board of Regents propose that there be a coordinated, publicly-supported statewide system of inservice education for professional personnel of the public schools. Inservice education is defined as:

> Systematically designed activities which are planned to maintain and increase knowledge and skills of school personnel and which enable them to perform better their assigned duties.

The purpose of this Regents Statement is to explicate the necessity of meeting present and future educational needs through the inservice education of school personnel. The explosion of knowledge, standards for pupil competency, federal/state mandates for previously underserved populations, and major demographic changes in professional staff make such a Statement appropriate.

This paper also includes information on; current inservice education activity, expenditures for inservice in the State, demographics of professional personnel in the schools, and recent enactments by the federal government requiring the coordination of inservice education.

The major goals of a policy on inservice education should be: 1) the allocation of funds to the local level for purposes of inservice education of its professional staff, 2) systematic planning at the local level for purposes of meeting district goals

and objectives, 3) involvement of professional personnel in developing inservice activities, 4) participation of colleges and universities in meeting district and professional needs through preservice and inservice education.

Background and Rationale

Inservice education of the professional staff in the school districts of New York State is presently sporadic and uncoordinated. Approximately two-thirds of the school districts lack a plan for designing and implementing inservice education to meet specific objectives.[1] Without a well defined plan for a coordinated and comprehensive program of inservice education it is difficult, if not impossible, to determine whether inservice education is making a difference in the quality of the educational program for pupils in the schools.

Data from surveys and financial reports[2] provide the following profile of a typical district's approach to inservice education. The typical district:

1. Sponsors three one-day inservice programs a year which are held in school district facilities during the regular school day.

2. Sponsors programs which -
   a. deal primarily with instructional strategies
   b. are responsive to teacher interest
   c. are evaluated by participant questionnaire

3. Has no written policy or plan for the implementation of inservice.

4. Has a provision in the negotiated contract for inservice education.

5. Does not award salary increases for participation in inservice activities.

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[1] Survey of Inservice Training Programs in School Districts

[2] Survey of Inservice Training Programs in School Districts and Annual Financial Report.

6. Provides limited involvement in planning, development, implementation and evaluation by people other than the superintendent or principal.

7. Provides minimal involvement of institutions of higher education in inservice activity.

8. Expends $1900 from its General Fund for this purpose.

Data from the survey of inservice training programs suggest a preponderance of unplanned, uncoordinated inservice activities. Often there is no continuity with the content of these activities and, as a result, there is only limited impact on the professional growth of the staff. Formal courses and workshops are often the primary means for providing inservice education, whereas other activities, such as informal study and observation of other staff are neglected. Teachers are often allowed to select only from a predetermined list of topics for the inservice courses and workshops. They are seldom involved in deciding the content of courses, how they are to be provided or how their success will be evaluated.

Although data from Annual Financial Reports indicate that a typical district spends $1900 per year on inservice activities, there is reason to believe this figure is suspect. For example, 62.28% of the school districts in the State report no inservice expenditures, yet only 13% of the districts reported no inservice activity. Such discrepancies between recorded expenditures and program activities suggest that the Annual Financial Report is inadequate to record accurately the wide range of inservice expenditures by districts.

For two decades prior to the 1970's the primary concern of the teaching profession was to deal with the problems of a rapidly increasing public school population. Emphasis was necessarily placed on preparation of sufficient staff to meet the needs of a growing school population. Since the early 1970's, however, the situation has changed. School buildings have been closed because of shrinking enrollments. Filled teaching positions have been terminated, and at present, there are about 12,000 more certified persons in the State than there are positions.

As the size of school staffs continues to decrease and fewer people enter the profession, the characteristics of professional personnel have altered. The median age has increased; a higher percentage of personnel have one or more years of graduate study and permanent certification. These trends can be expected to continue. (See Appendix)

	1973-74	1977-78	est. 1985-86
Number of Public School Personnel	187,956	175,879	144,539
% with Masters Degree or more	45.5	60.6	68.5
% 33 years of age or older	53.4	64.2	69.1
% with permanent certification	65.9	86.9	89.4

In addition to demographic changes, other developments also require attention to the inservice education of the professional personnel. Advances in knowledge related both to subject area and learning require new learning on the part of existing school staff. Major federal and State legislation requires schools to

focus on new populations, viz- the handicapped, the non-English speaking, the gifted and talented. The graduate programs of most present-day teachers and administrators have focused on academic subject area and general pedagogy rather than on such specific needs. Pertinent inservice education is required to meet these needs.

The federal government has recognized the need for a more coordinated approach to preservice and inservice education. Such recognition motivated Congress in 1978 to amend ESEA Titles IV and V to require the submission of a comprehensive plan for staff development and the coordination of preservice and inservice education. The Regents recommended in their 1979 publication, Federal Legislation and Education in New York State that a national staff development act be passed to insure coordination at the federal level.

Other legislative action by the federal government underscores the recognition of the need for inservice education. Two sections of the Higher Education Act of 1965 are specifically addressed to inservice education; Section 531 of the Act provides for the National Teacher Corps program which has major emphasis on inservice. Section 532 of the Act established the Teacher Center Program which is focused on inservice education.

Given these trends, the Regents believe that increasing emphasis must be placed on inservice education. New and more efficient methods for plannings, implementing, and funding inser-

vice education must be found. Since certification requirements and salary increments are no longer predominant incentives for encouraging professionals to remain current, additional impetus toward this end must be provided.

The Regents acknowledge the contributions which have been made by the Teacher Corps programs in the state. These contributions include the establishment of more closely articulated school district/college relationships and the involvement of community representatives in program development and operation. The three federally supported Teacher Centers in New York State are demonstrating the concept and operation of collaboratively planned and developed inservice education.

In addition, some seventeen other separate pieces of federal legislation (See Appendix C) provide for support of inservice education. Examples of those categorical programs are: Education of the Disadvantaged, Bilingual Education, Right-to-Read, Education for Handicapped. These categorical grants provide for important contributions to the improvement of schools. At the same time their range and magnitude highlight the need for the Department and school districts to address a systematic effort to coordinate the use of catagorical funds to meet local goals and objectives.

The need for inservice education is accepted by every major constituency having an interest in the schools. Many school districts and their respective staffs are grappling with ways by which school improvement can be addressed through a more comprehensive and planned inservice education.

In keeping with the State's own responsibility for the performance of its public school system, a more comprehensive and coordinated approach to inservice must now be taken. To this end, the Regents have identified the critical elements of a State plan for inservice education.

Critical Elements of a Plan for Inservice Education

A statewide plan for inservice education should be established and implemented over a five-year period. The plan should be for a system designed to:

1. Lead to perceived improvement of programs and actual improvement in test scores.
2. Respond to the identified learning needs of pupils.
3. Operate through joint participation and contribution of affected institutions, agencies and associations.
4. Assure that each district, or combination of districts within the State, and each member of the district staff has access to the resources needed to improve the educational program.

The statewide system of inservice education when fully implemented will require specific functions by the State Education Department, school districts, professional personnel, and institutions of higher learning.

Such functions include the following:

Goal I

The New York State Education Department will allocate funds to local school districts for purposes of inservice education of professional staff and require districts to provide for the continuing education of staff.

Objectives	Activities
A. To ensure the establishment of a coordinated plan for inservice education at the district level.	Require by appropriate action that a percentage of state revenues be set aside by local districts for inservice education. Organize Department administrative structure to: a. coordinate internal development and operations of inservice activities. b. provide technical assistance and dissemination services to local districts and higher institutions.
B. To ensure that all permanently certified and practicing professionals undertake inservice education.	Establish regulations requiring local districts to provide for continuing education of staff.

Goal II

Each school district will engage in systematic planning for purposes of meeting district goals and objectives through inservice education of its professional personnel.

Objectives	Activities
1. To have a plan for inservice education based on the specific goals and objectives of the district.	Develop a clear statement of instructional goals and objectives which form a basis for the inservice plan.
2. To allocate state resources for implementation of the plan.	Allocate a percentage of state funds for inservice program planning, implementation and evaluation
3. To ensure the involvement of pertinent groups in the various phases of planning, implementation and evaluation of inservice education.	Establish an inservice steering committee with membership from:

	a. central office administration b. building level administration c. community d. an institution(s) of higher education e. school staff
	Steering committee will have responsibility for inservice programs and activities designed to meet established goals and objectives through a. development b. implementation c. evaluation
4. To demonstrate how federal and other funds granted to the district will be used to support the goals and objectives of the district.	Submit plans to the Departme specifying the use of federa and other funds used to sup-port the goals and objective of the district.

Goal III

The professional staff of the public schools will take an active role in planning and participation in district sponsored inservice education.

Objectives	Activities
1. To participate in the decision-making process regarding inservice education.	Be represented on the distri steering committee.
2. To maintain competence in the duties to which assigned.	Demonstrate a commitment to improved competence through the completion of continuing education related to school goals and objectives.

Goal IV

New York State colleges and universities will take a more active role in responding to current needs of school districts and their professional personnel.

Objectives	Activities
1. To be responsive to district goals and objectives.	Aid districts in establishing and implementing inservice through: a. research b. development c. evaluation Provide resources for training activities and meeting district goals and objectives.
2. To articulate preservice and inservice education.	Provide leadership in the articulation of preservice and inservice education.

Funding and Accounting

The Regents' policy for inservice education envisages change in the present system of funding and accounting for expenditures.

Although the school professional has an individual responsibility for maintaining competence, the public should share in that responsibility by ensuring that personnel and resources remain adequate to current needs. To this end, the Regents recommend that a goal of at least 1% of each district's revenues from the State should be allocated to the support of a planned and coordinated inservice education effort by 1984.

Rationale for Public Funding

The maintenance of professional competency is typically viewed as an individual responsibility. To some degree, this is true of professionals serving in the public schools, especially as it applies to satisfaction of personal goals--obtaining certification in new areas, for example. However, significant differences exist in this respect between school personnel and other professionals. School personnel always work within formal institutional settings which are governed and monitored at the local and State level. Many of the other professionals licensed by this Department are independent practitioners whose clients come to them on a voluntary basis. Federal, State and local mandates (for areas such as; mainstreaming, revised program objectives, new curriculum adoption, etc.) give added reason for public responsibility to maintain competence of school personnel.

Accounting for Inservice Education Expenditures

The present accounting system does not lend itself to identifying the current expenditure level for inservice education. Consequently, each school district should, (with guidance provided by the State Education Department) by the 1980-81 school year institute a special accounting procedure to identify the amount presently expended for salaries, consultants, travel conferences, workshops, tuition reimbursement, salary differentials, etc., as they relate to inservice education. Once these amounts are identified, each district will be asked to report its full expenditure to the Department for review on the Annual Financial Report (ST-3).

Regents Action

The Board of Regents adopts the following as a policy on inservice education:

1. That a planned, coordinated and publicly supported method for inservice education be established by school districts in the State.

2. That "inservice education" be defined as those systematically designed activities which are planned to maintain and increase the knowledge and skills of school personnel in carrying out their assigned responsibilities.

3. The Board of Regents directs the Department to:

   A. Prepare an amendment to Section 3.14 of the rules of the Board of Regents which would charge the Teacher Education, Certification and Practices Board with the specific responsibility of advising the Commissioner and Regents on all aspects of inservice education.

   B. Outline in greater detail the steps that need to be taken by all parties to implement the policy during the next five years. A timetable will be established to guide these activities.

   C. Identify a means within the Department for the coordination of State and federal resources allocated to inservice education.

   D. Develop a procedure by which the amount and purposes of present expenditures made by school districts for inservice education may be recorded in uniform fashion.

   E. Develop for Regents' consideration regulatory and/or statuatory proposals for further implementing the policy.

Appendices

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Appendix A

Survey of Inservice Training Programs in School Districts: Survey Results

Appendix A

Survey of Inservice Training Programs in School Districts - Survey Results

Number Sent-	737
Number Returned-	519
Number Not Returned-	218
Number Reporting No Inservice Activity-	77

1. District Sponsored Inservice Programs:

Length of Programs	Number of Programs	Average Number of Programs/District*
1 day	1748	3.37
2-5 days	809	1.56
1 week to 1 month	354	.68
1 month to 1 semester	494	.95
1 semester to 1 year	194	.37
Longer than 1 year	46	.09
	3645	
Location of Program		
In school district facilities	2419	4.66
At post secondary facilities	207	.40
At other school district facilities	266	.51
At BOCES	421	.81
	3313	

*Average number of such programs in districts so reporting

Time of Program		
Before the regular school day	78	.15
During the regular school day	1558	3.00
After the regular school day	1186	2.29
During an abbreviated school day	228	.44
Weekends, vacation and summer	495	.95
	3645	

2. Number of BOCES sponsored inservice programs attended	1436	2.77

	Number	Percent of those Districts Reporting
3. Number of districts with written policy regarding inservice programs	172	33.1
4. Number of districts with written plan for development and implementation of inservice programs	201	38.7

	Number	Percent of those Districts Reporting
5. Number of districts reporting expenditures for salary increases awarded for inservice attendance	232	45
6. Number of districts indicating expenditures for expenses of staff to attend inservice programs	362	70
7. Number of districts with provision in negotiated contract or written agreement for inservice education	294	57

8. Inservice Activities conducted during 1977-78

Topic	Number of Districts with this as topic of inservice activity	Percent of those District reporting	Ranks 1*	Ranks 2**
Instructional Strategies	197	38	1	3
Planning Instructional Activities	190	36.6	2	9
Self Knowledge in Content Area	184	35.5	3	13
Working with Handicapped Children	169	32.6	4	4
Teaching Basic Competencies	152	29.3	5	1
Working with Gifted Children	151	29.1	6	2
Conduct Learning Activities	151	29.1	7	15
Classroom Management	146	29.0	8	10
Planning Instructional Objectives	144	27.7	9	8
Prescribing Individualized Activity	122	23.5	10	6
Identifying Student Needs	119	22.9	11	5
Using Instructional Media	109	21.0	12	17
Evaluation of Student Performance	103	20.0	13	7
Interacting with Students	90	17.3	14	14
Maintaining Attitude	60	11.6	15	11
Developing a Plan for Self Improvement	57	11.0	16	12
Working with Other Teachers	56	10.8	17	16
Student Personnel Areas	41	7.9	18	19
Providing Multicultural Activities in Classroom	32	6.2	19	18

*Rank 1: Ranking of topics which were the subject of inservice education activities during 1977-78 as reported by districts returning survey.

**Rank 2: Ranking of topics as the desired subject of inservice education activities for 1978-79 as reported by districts returning survey.

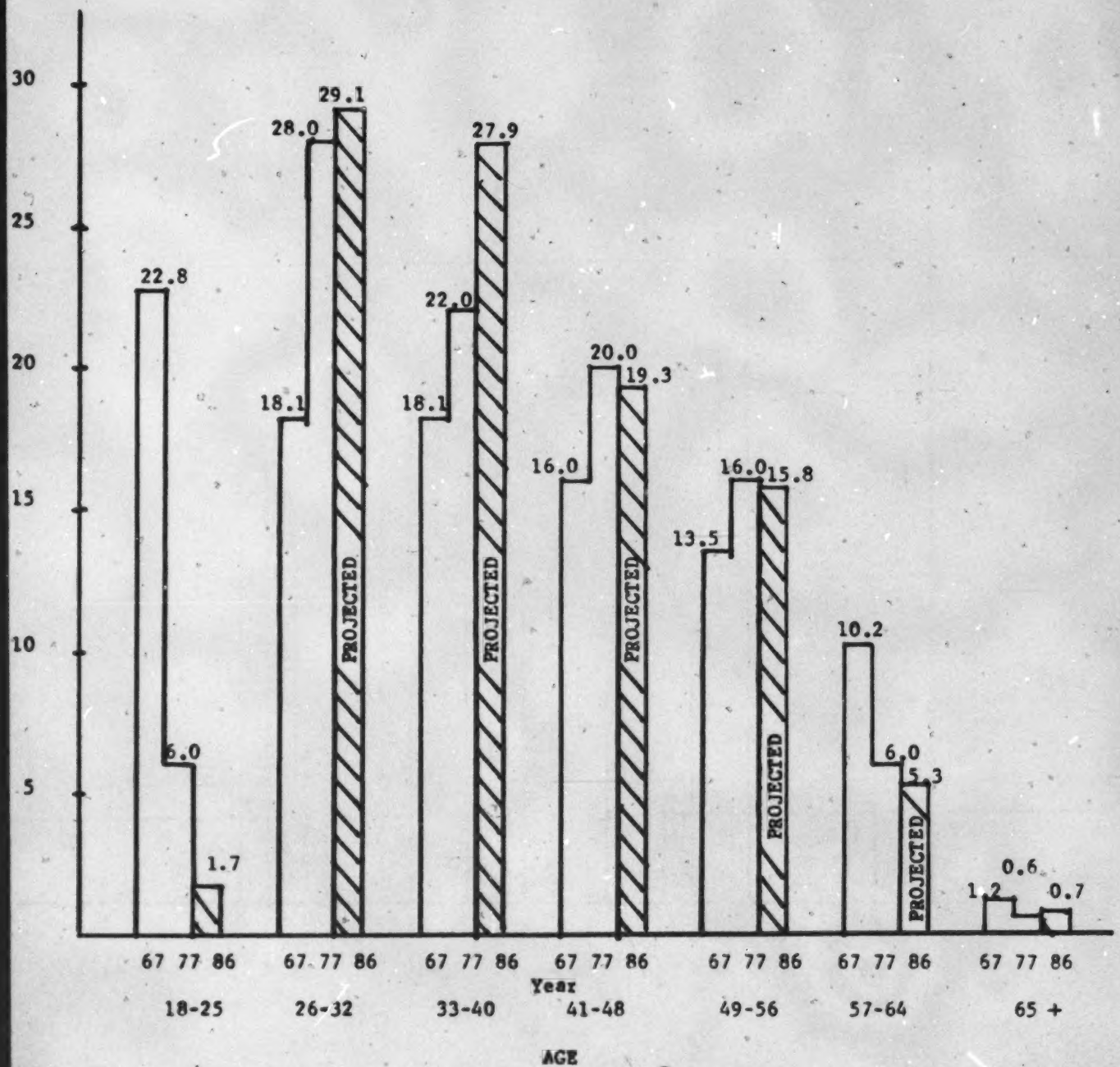
9. Percentage of districts indicating level of involvement in inservice education of:

	Significant	None
Principal	65.5	11.0
Superintendent	61.7	4.8
Coordinating Supervisor	46.1	27.6
Teacher Committee	44.3	21.2
Admin. & Teacher Committee	43.2	28.3
Assistant Superintendent	39.1	36.4
All Teachers	26.4	10.2
Administration Committee	22.5	40.7
School Board	7.1	19.5
I.H.E.	6.2	38.7
State Education Department	5.0	39.7
Community	3.5	39.9
Private Company	3.1	63.0

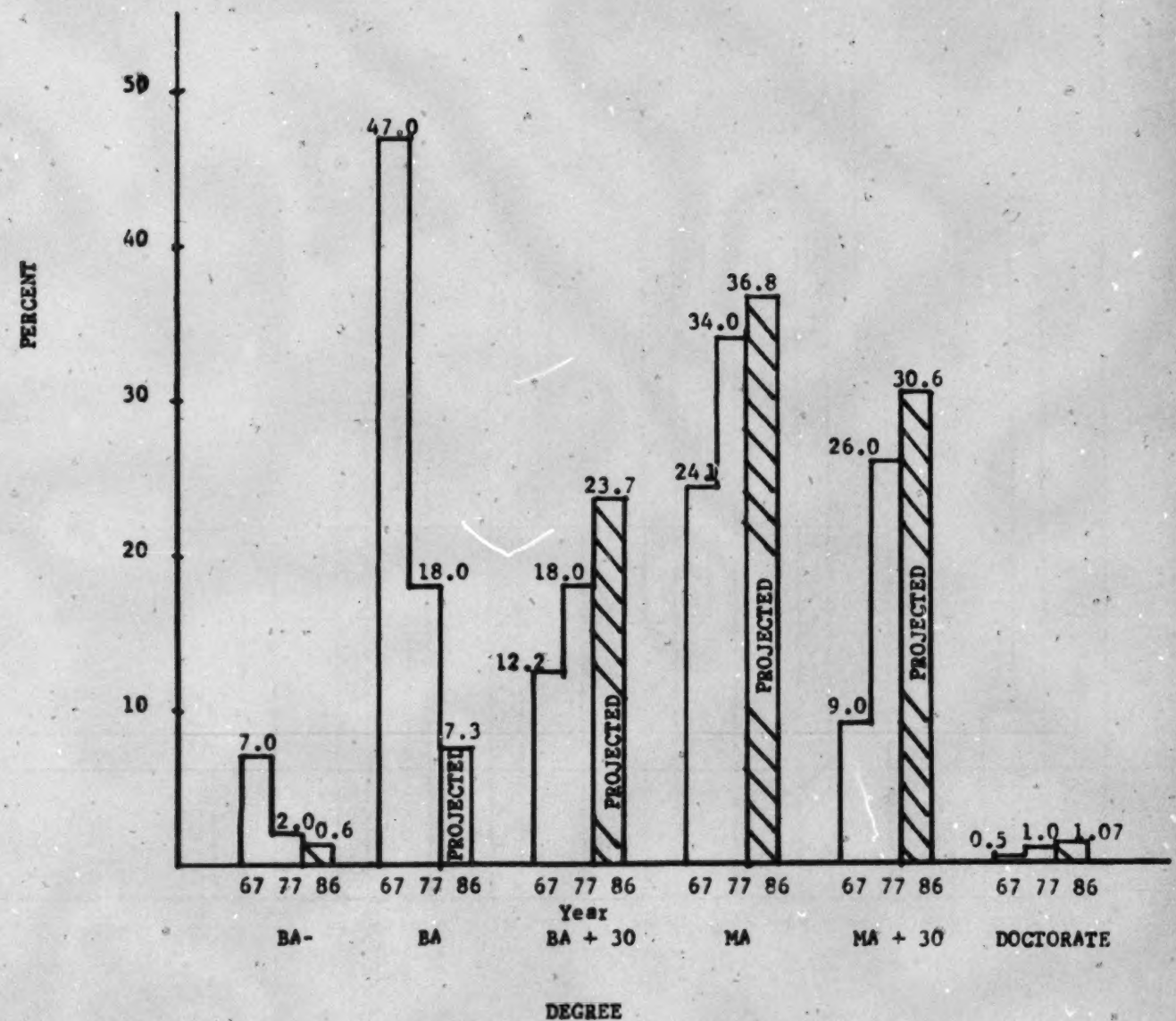
Appendix B

Demographic Data

AGE DISTRIBUTION



DEGREE DISTRIBUTION



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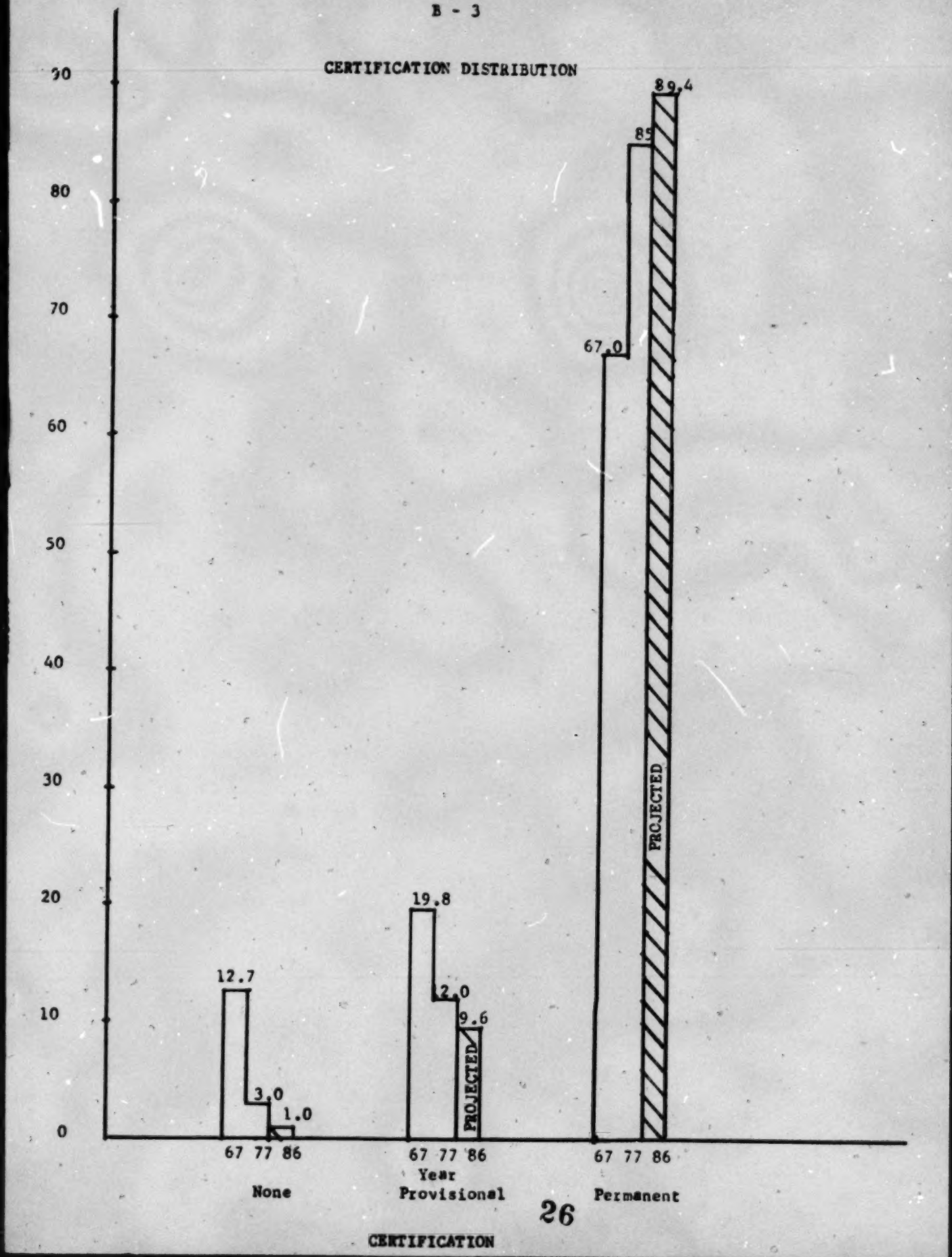
CERTIFICATION DISTRIBUTION
90
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PROJECTED
67.0
85
89.4
PROJECTED
67 77 86
67 77 86
67 77 86
None
Year
Provisional
Permanent
CERTIFICATION

Appendix C

Financial Data

C - 1

PERCENT OF STATE REVENUES
SPENT ON INSERVICE EDUCATION
BY NUMBER OF DISTRICTS
1976 - 1977

Percent of State Revenues	Number of Districts	Percent of Districts	Cummulative Percent of Districts
No expenditures reported	459	62.28	62.28
Less than .01	30	4.07	66.35
.01 - .09	156	21.17	87.52
.10 - .19	44	5.47	93.49
.20 - .29	11	1.49	94.98
.30 - .39	12	1.63	96.61
.40 - .49	4	.54	97.15
.50 - .59	6	.81	97.96
.60 - .69	2	.27	98.23
.70 - .79	1	.13	98.36
.80 - .89	2	.27	98.63
.90 - .99	2	.27	98.90
1.0 - 1.9	3	.40	99.30
2.0 - 2.9	1	.13	99.43
4.0 - 4.9	2	.27	99.70
7.0 - 7.9	1	.13	99.83
10 - 19	1	.13	99.96
TOTAL	737	99.96	99.96

Federal Categorical Programs with Professional Development Components

	Name of Program	Total Program funding FY '78 (in millions)	Estimated Funding for Professional Development	Approximate Percentage of Total Funding for Prof. Development
1.	Teacher Corps	37.5	37.5	100%
2.	Education for Handicapped Act for 1977 - Personnel Preparation	45.375	45.375	100%
3.	Teacher Centers	8.25	8.25	100%
4.	Vocational Education - Personnel Development	3.5	3.5	100%
5.	Alcohol & Drug Abuse Education	2.0	1.8	90%
6.	Bilingual Education	135	37	33%
7.	Emergency School Aid Act	275.5	56	20%
8.	Civil Rights Act - Title IV	34.7	12	33%
9.	Handicapped Children's Early Education Program	22	5	25%
10.	Indian Education Act	55	3.5	6%
11.	Division of Education Replication	7	2	30%
12.	Arts Education	2	.5	25%
13.	Right to Read	27	5.5	20%
14.	Metric Education	2.9	.7	20%
15.	Career Education	10.135	1.1	10%
16.	Community Schools	3.56	.5	14%
17.	Severely Handicapped	5	.5	10%
18.	Follow Through	59	.1	2%
19.	Consumer Education	4.068	.6	15%